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ABSTRACT

This proposal describes a framework and strategy for evaluating the impact of World Bank Institute (WBI) programs. Each section details a relevant aspect of the evaluation strategy and framework, their goals and strategies, and how they relate to the broader goals and mission of the WBI and the World Bank. The evaluation proposal focuses on WBI client learning programs that have been implemented for at least 2 years and whose effects include impacts on individuals, countries, policies, laws, and regulations. The evaluation framework outlines a strategy for measuring outcomes in five areas, and the conceptual model recognizes the multilevel structure and multiple results of WBI programs through the inclusion of inputs, program description and implementation, outputs, outcomes, impacts, and exogenous factors, both direct and indirect. Five of 15 WBI programs were selected for in-depth impact evaluation in fiscal year 2002, and a random sample of abut 10% of their activities will be chosen for impact evaluations. For each of the five programs, this proposal plans the evaluation of activities that are of longer duration, rather than one-time or short offerings. A variety of data sources will be used to answer key research questions, and mixed methods will be used for data analysis. Findings will be disseminated as appropriate to a number of audiences. (SLD)

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IMPACT EVALUATION FRAMEWORK AND STRATEGY

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EVALUATION UNIT
The World Bank Institute
Washington, D.C.
December, 2001

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This report was prepared by Mark D. Bardini, Evaluation Officer, under the overall direction of Marlaine E. Lockheed. Jaime Quizon, William Eckert, Violaine Le Rouzic, and Sukai Prom-Jackson provided useful comments. Roman Novojilov assisted in data collection.

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Impact Evaluation Framework and Strategy

1. Background and Rationale

1.1 Purpose of Impact Evaluation Framework

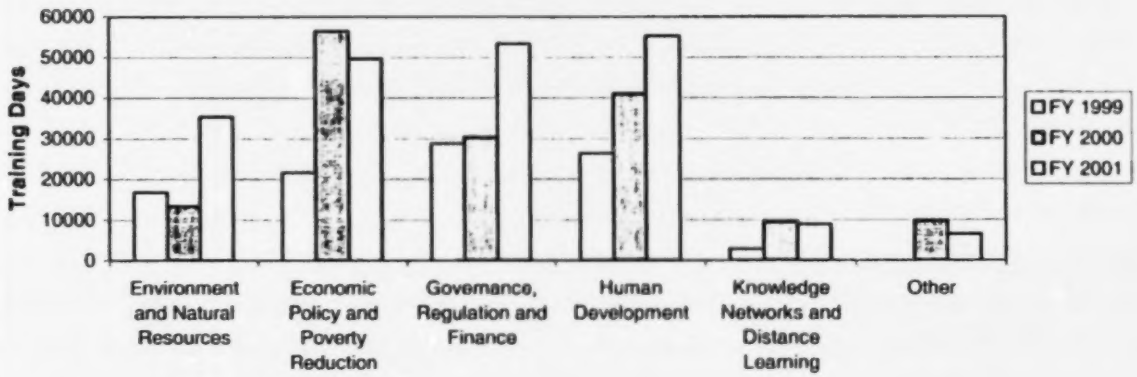
This proposal describes a framework and strategy for evaluating the impact of the World Bank Institute's (WBI) programs. Each section details a relevant aspect of the evaluation strategy and framework, their goals and strategies, and how they relate to the broader goals and mission of WBI and the World Bank (WB).

1.2 Mission of the World Bank Institute

The stated mission of WBI is to "Create learning opportunities for countries, Bank staff and clients, and people committed to poverty reduction and sustainable development."[1] Key to this mission is WBI's specific goal of promoting knowledge and learning for a better world. As the learning arm of the World Bank, WBI "supports the World Bank's learning and knowledge agenda by providing learning programs and policy advice in the areas of environment and natural resources, economic policy for poverty reduction, governance, regulation and finance and human development."[2]

Active in 150 countries, WBI delivers nearly 600 learning programs for its clients and reaches 48,000 participants annually through face-to-face, open and distance learning in the five areas listed below.[3] Figure 1 displays the total number of training days for WBI programs for FY99-01 segmented into the major thematic areas.[4]

Figure 1. Thematic Distribution of WBI Programs, FY 1999-2001.



[1] From WBI's brochure: "About the World Bank Institute."
[2] Ibid
[3] Ibid
[4] Source: WBI Annual Reports, 1999-2001. Originally, FY99 data was used in the selection process of which WBI programs would be evaluated for impacts.

1.3 WBI Program Areas

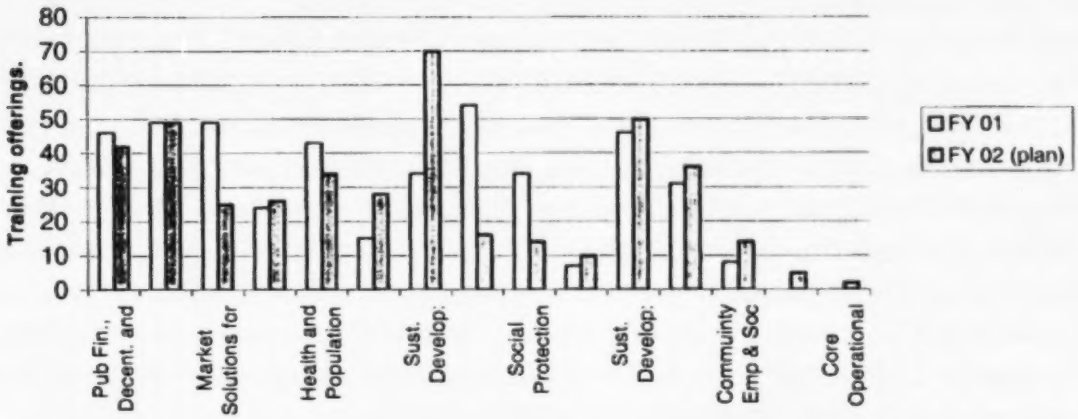
The focus of WBI's work has shifted from delivering activities through sectoral divisions mapped to networks to delivering them through fifteen coordinated programmatic areas. This institutional change was implemented in FY01 in order to better link the WBI activities to the Bank's overall development strategy, to improve the coordination of WBI team efforts that deliver training offerings in the same subject areas, to solidify WBI's work with the entire Bank including the regions and networks, and to maximize the cost-effectiveness of WBI efforts through team oriented approaches to program delivery. The thematic program areas are:

1. Sustainable Development: Environmental Management
2. Sustainable Development: Natural Resources Management
3. Knowledge for Development
4. Education
5. Good Governance
6. Market Solutions for Development
7. Attacking Poverty
8. Community Empowerment and Social Inclusion (new)
9. Public Finance, Decentralization and Urban
10. Finance and Banking
11. Globalization and Macroeconomics
12. HIV/AIDS (new)
13. Health and Population
14. Social Protection
15. Core Operational Programs (new)

The number of offerings delivered by the Thematic Programs in FY 01 (programs offered by divisions were mapped into the new thematic areas) and that are planned to be delivered in FY 02 is shown in Figure 2.[5] Three of the programs are new or relatively new and offered few, if any, activities in FY01.

[5] Source: WBI annual reports and WBIRO status reports.

Figure 2. WBI Activities by Program Areas, FY 01- 02



2. Objectives of Impact Evaluations

This evaluation proposal focuses on WBI client learning programs that have been implemented for at least two years and whose effects include impacts on individuals, countries, policies, laws and regulations. The guiding principles for assessing the impacts of the program are closely linked to the logical framework (logframe) design used in conceptualizing and implementing the development programs. The logframe approach helps to identify indicators for evaluating the impacts of the programs. It also helps in examining whether or not the program has achieved its stated objectives.

The objective of impact evaluations of WBI programs is to determine how the programs contribute to institutional change at the country level, through changes in participants' attitudes, learning and behaviors. Additionally, the achievement of the stated goals of the programs and their contribution to the improvement of development indicators in the targeted sectors of client countries are also seen as major sources of impacts.

3. Impact Areas and Focus

3.1 Defining Impact of WBI Programs

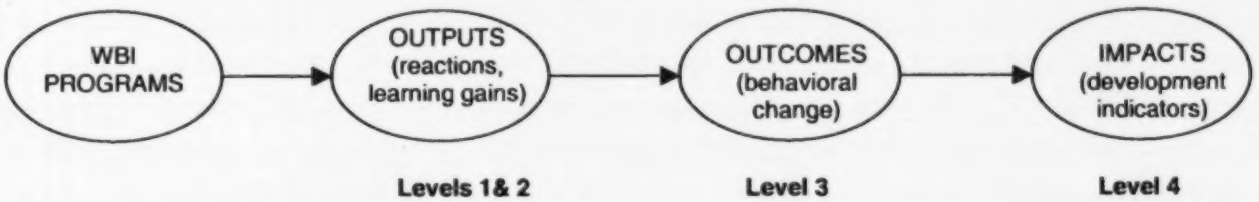
Training provided by WBI under its fifteen programs is aimed at capacity building in the public sector. This enhanced capacity is expected to produce improvements in public policy design and implementation, leading to institutional change and improvements in the country's development indicators.

3.2 Focus of Impact Evaluation

Our proposed evaluation of the impacts of WBI programs follows a logical sequence of

measuring acquired knowledge, the application of this new knowledge, and its effects on institutions and public policy decisions. In this manner, impact evaluation recognizes the continuum of OUTPUTS - OUTCOMES –IMPACTS. The effectiveness of learning that is assessed through Levels 1 and 2 evaluations is supplemented with an assessment of behavioral change and performance enhancement through Level 3 evaluation and by the assessment of institutional change and improved policy design and implementation through Level 4 evaluations. (See Figure 3.). This continuum is the foundation for the framework design shown in Annex 1.

Figure 3. Continuum of Results of WBI Programs



4. Evaluation Framework

4.1 Approach to Impact Evaluation

WBI training programs for client countries are interventions aimed at changing existing conditions in public policy. These interventions cover a wide range of immediate objectives: from simple skills development and knowledge sharing to more complex goals of awareness raising and consensus building. Learning gains (level 2) by participants translate to certain attitudinal and behavioral changes (level 3) which can be attributed directly to the training intervention and are measurable. The difficulty with assessing impacts of WBI programs on public policy (level 4)lies with the complexity of stages that separate the level 3 outcomes from the level 4 impacts. Policy outcomes are the products of a multitude of factors and events; it is very difficult to isolate the true impact of WBI training as the cause of a change in public policy.

4.2 Areas of Impact Evaluation

The evaluation framework, as displayed in Annex 1, outlines a strategy for measuring outcomes of WBI training activities in the following areas:

1. Relevance and effectiveness of the program's design and its adequacy in meeting locally defined needs;
2. Effectiveness of the training program's content and delivery through the assessment of learning levels of participants;
3. Effects on institutional capacity building in the countries;
4. Effects on the design and implementation of public policy;
5. Changes in sectoral and national development indicators;

Additionally, the framework in Annex 1 recognizes the local contextual factors and other contributing factors that may undermine or enhance the effectiveness of the WBI training.

4.3 Conceptual Model

Our conceptual model for assessing impact recognizes the multi-level structure and multiple results of WBI programs. Designed as an intervention in the public policy domain, the results of WBI training can be measured over an extended period of time and on different levels. The structure and components of the model are illustrated in Annex 1. The model includes:

- **INPUTS** include resources used for development and implementation of training program. Such resources in addition to the *WBI funds* may include *local in-country resources, trust funds, other Bank funds*, and *funds from other international donors.*

- **PROGRAM** is a core WBI intervention and a set of logically linked *training activities* that are designed to address a specific areas of public policy. The *goals/objectives* of the programs should adequately address the present conditions in the countries and provide the relevant solutions via appropriate combination of the *contents, delivery modes*, and *target audiences.*

- **IMPLEMENTATION** is the actual delivery of a program and is another essential part of the intervention. Among the main components are the linkages of WBI programs to other intended interventions in the country provided by the Bank, through *partnerships* with *international donors* and the *governments*, as well as the *technological aspects* of program delivery, such as distance learning, e-learning etc.

- **OUTPUTS** are the *learning gains* by the participants resulting from the training received and the enhancement of their theoretical and operational knowledge needed for public policy design and implementation in various sectors. They may also include increased motivation levels and improved attitudes to make changes in improving the economic, social and political conditions of their countries (Levels 1 and 2).

- **OUTCOMES** are the effects of the learning gains that are manifested through *behavioral change, performance enhancement* and contribute to *capacity building, institutional change*, and *sustainability of change*. (Level 3).

- **IMPACTS** are the result of improved public policy decisions stemming from the outcomes of WBI training and positively affected the country's *development indicators*. (Levels 3 and 4).

- **EXOGENOUS FACTORS (INDIRECT RISKS)** are the impediments to the process of successful knowledge transmission (*learning process*), its utilization (*performance enhancement*) and institutionalization (*improvement of policy*) that come from the objective conditions in the sector or country. Unfavorable socio-economic conditions and political factors in the countries may prevent the utilization of enhanced capacity and selection of the best decision for public policy.

- **EXOGENOUS FACTORS (DIRECT RISKS)** emphasize another aspect of impediments to the utilization of learning gains: *economic, cultural and political constraints* within existing institutions of public policy that prevent decision making within the institutions to benefit from the learning gains and produce more effective policy decisions.

5. Selection of WBI Programs for In-Depth Impact Evaluations in FY02

WBIES, in consultation with the EILT and WBI managers, selected five of the fifteen WBI programs for in-depth impact evaluation in FY02. These programs have been under implementation for at least two years and satisfy the following six additional criteria:

1. Corporate priority (was the program aligned with World Bank Global and Corporate Advocacy Priorities?)
2. Supply/volume (was the program active from FY99-FY01; and number of offerings for FY01 as per the CRS)
3. Demand (number of FY01 participants as per the CRS)
4. Financial significance (FY02 BB and FY01 secured trust funds)
5. Instructional modality (did the program use DL?)
6. Archival data availability (number of FY01 offerings with level-1 evaluations, availability of updated participant lists, and on-going impact evaluations)

To determine the five WBI programs for evaluation, we created an evaluation matrix to assess which of the fifteen programs (excluding the new or relatively new programs) merited an impact evaluation. We identified eleven characteristics based on the six primary criteria above. These 11 criteria and the evaluation matrix are shown in Annex 2.

We first ranked programs (1 to 15, with 1 being highest) based on five numerical criteria: the number of offerings, the number of participants, FY02 WBI budget, FY01 trust fund budget and number of FY01 offerings with level 1 evaluations. To incorporate the non-numerical criteria, we rated each program (0 to 1) on corporate priority, instructional modality, availability of participant lists and ongoing impact evaluations. We then selected the five WBI programs with the highest scores for an in-depth impact evaluation in FY02.[6] These WBI programs are:

1. Sustainable Development: Natural Resources Management
2. Good Governance
3. Decentralization, Fiscal Finance and Urban Management
4. Education
5. Health and Population

For the five programs chosen for impacts, the number of activities within each program from FY00-01 was calculated and is displayed in Table 1 below.

[6] Although the Attacking Poverty Program was chosen in our criteria screen for selecting WBI programs for impact, it was decided in a WBI review meeting for this framework that the program would be deferred to another year since it is too new.

Table 1. Total Population of Listed WBI Activities for Impact Evaluation Sampling, By Program FY00-01[7]

Program	Activities FY 00-01		
	Non-DL	DL	Total
Health and Population	43	25	68
Decentralization	50	20	70
Education	4	0	4
Natural Resources	25	0	25
Governance	59	10	69
	181	55	236

A random sample of approximately 10% of activities will be chosen for impact evaluations from the total population of 236 activities. These activities will be a representative sample of the activities within the five programs chosen for impacts.

Annex 3 provides additional detailed information on the program activities for FY01, including activities in each of the four quarters. This table also provides more comprehensive summaries of the activities within each program for FY01 including the task manger, duration, date and number of alumni and non-alumni. Additionally, a pie chart organizes three primary criteria (number of participants, number of participant training days and total number of activities) to display numerically which programs had the highest numbers for each of the criteria.

The programs which were not chosen for impacts for FY02 may be selected for evaluation in FY03.

6. Evaluation Strategy and Design

6.1 Strategy: Program⇒Activity

For each of the five programs, we propose to evaluate a selection of program activities which are of a longer duration (such as three days, one week or one month) than the one-time or short offerings from which impacts are likely to be negligible or non-existent. Also, we will select program activities for which a sufficient amount of time has already elapsed for the desired program effects to have manifested themselves. The activities selected for review will be diverse in the types of offerings (e.g., core courses, seminars, workshops, study tours, forums) and delivery methods (distance learning and face-to-face). Additionally, the country participants will represent as diverse a group as possible (e.g., policy makers, civil society and governments). For an activity to be selected, a complete and up-to-date participant list must be available.

In evaluating the impacts of the five WBI programs, we will select a stratified random sample of approximately 10% of the activities under each program. We note that there are two basic kinds of training activities under each program: those where the majority of key participants come from a single country and those where key participants are from several countries (e.g. DL courses, conferences). Within this broad stratification, there are training activities with fixed

[7] One-day activities and selected activities with Level 3 evaluations are excluded.

durations and others with follow-up activities over an extended period. In selecting program activities for evaluation, we will be guided by the need to have a representative number of activities that take these distinctions into account.

In choosing which activities are to be evaluated within the programs, the Evaluation Unit will stratify the activities according to five main criteria:

1. *Participant lists.* All programs and activities chosen must have an updated and complete participant list.
2. *Duration.* We will exclude all one day activities, unless they are part of a continuous program with similar participants in each activity.
3. *On-going impact studies.* WBIES will exclude those activities with on-going or completed level 3 evaluations unless there is interest within the WBI program for including these activities in the selection process.
4. *Baseline evaluation data.* Only those activities with credible level 1 evaluations will be selected.
5. *Modality.* Where necessary, WBIES will stratify its random selection of activities for evaluation in order to be sure that certain training modalities (e.g., DL) are represented in the selection.

6.2 Two-Pronged Approach

In conducting impact evaluations for the five WBI programs, we propose a two-pronged approach: (a) sending electronic tracer evaluation surveys (fax or mailed copies for those without electronic resources) and (b) following up with participants through semi-structured face-to-face (or phone) interviews and with focus groups in the countries.

6.3 Design Development

We will use a program logic model to help guide the development of an effective research design strategy. This log frame system will be useful for constructing key elements of the evaluation design. It will include:

- Key evaluation questions and sub-questions;
- Indicators and measures of key concepts related to the questions;
- The basic strategy to be employed to answer each question;
- Identification of data needed and the sources of these data;
- Methods for collecting the needed data;
- A preliminary analysis plan.

6.4 Instrument Development

We propose the use of pre-tested tracer electronic and fax questionnaires to collect preliminary data on WBI program participants. Pre-testing will consist of "desk" testing, where the instruments are tested among staff, and field testing, where the instrument is applied in the intended context. Results from these tests will help us revise and refine both instrument contents and the processes.

6.5 Data Sources

We will use a variety of data sources to answer the key research questions, including from:

a) Individuals: Program participants (graduates) are the primary sources of data for an impact evaluation. Current and complete participant lists, comprising participants' addresses (including e-mail address) and telephone numbers by which they may be contacted, are the means for a locating past participants. Random samples of participants will be chosen from these lists. Additionally, program managers, regional coordinators in the World Bank and resources persons (e.g., facilitators), partners, Country Officers/Economists, and Operational TMs in the area will be sought to provide data.

b) Archival Data: *Internal*: Program briefs and AIRs, completion reports and BTOs, evaluation reports, budget documents, WB country documents, CDF and WB Strategic Framework, CASs, and country case studies (internal) are the key archival data sources to be consulted. These will be useful for assessing whether the program has met not only its own goals, but also those of the WB and the country itself as explicitly stated in these documents.
External: Literature and relevant research materials on the program, newspaper or magazine articles, ministerial directives, country policy reports and other relevant documents (may include research through the Web and WB library) are potential sources to check for the program's progress within the country and also to validate the data in the final report (triangulation).

c) Electronic: Web sites specifically created for the program or those created by program managers to maintain contact with participants, for follow-up and for continued networking (may include listservs and/or chat rooms) are additional information sources.

d) Course Materials/Action Plans

6.6 Funding

We will seek donor funding, including from trust funds, to finance this proposed impact evaluation work. The BB of the Evaluation Unit will furnish the remaining funding requirements.

7. Data Collection and Analysis

7.1 Data Collection

We propose to use mixed methods (qualitative and quantitative methodologies) to assess program impacts. These include semi-structured face-to-face and phone interviews and focus groups involving program participants and managers, country directors, country office managers, regional coordinators, operational TMs, country officials and stakeholders (including partners). Random samples of participants will be chosen for the surveys, interviews and focus groups from the population of program participants. Some interviews and focus groups will be conducted via distance learning technologies through the use of WBI's Global Distance Learning Network in order to minimize costs and travel.

Where possible, we will employ trained field consultants in the program countries. These consultants will be monitored closely to ensure adequate and high quality responses. Where appropriate, we will also use of electronic surveys (questionnaires) to gather basic evaluative data. Faxed questionnaires are also possible. We propose to field test all surveys and translate them as needed. We will send follow-up letters, e-mails and faxes at intervals of two to three weeks after the initial questionnaires are sent to remind participants to complete them.

There are several purposes to the participant surveys: to remind them of the WBI activity they attended; to provide preliminary data on their current employment, addresses, skills they may have gained from participation in the activity and the use of their new knowledge in their jobs; and to request their consent to be interviewed or to attend a focus group session. Reminding the participants of the activity will make it easier to determine the extent of the linkage between the knowledge gained through the WBI activity and how they may have used this in their work.

Where appropriate, we will employ and train country-based consultants and/or staff in WB's country offices in arranging and managing the focus groups and interviews. With the assistance of two or three analysts from WBIES, the lead evaluator of the program and additional evaluation officers will facilitate the focus groups and conduct the face-to-face interviews. The lead evaluator may also task the analysts to conduct interviews themselves, after receiving proper instruction and training. Additional interviews and focus groups will be conducted by country-based consultants. For face-to-face, telephone and videoconferencing interviews, the lead evaluator, consultants and analysts will be responsible for taking notes themselves. For those focus groups facilitated by the lead evaluator, an analyst from WBIES or a country consultant will be on hand to take notes.

Country-based consultants will also interview managers and other co-workers of the participants to verify the collected data. They will work with WBIES staff in monitoring and collecting information on the country, including on government and policy changes from print and local media and other sources. These sources will provide additional data reliability and validity checks and, thereby, more convincing evidence of impacts.

WBIES Staff at WB headquarters will also conduct interviews and focus groups with staff involved with the WBI program. These will include program managers, regional coordinators, country directors and other staff.

7.2 Data Analysis

Data analysis will include:

1) A synthesis of existing evaluations of the program and program activities.
2) Basic analysis of cost/budget data for each activity.
3) Analysis/Tracking of participant progression through Kirkpatrick's four levels of training (reaction ⇒ learning ⇒ behavior ⇒ results).
4) Content analysis of all qualitative data from questionnaires (open-ended questions), interviews and focus groups. Emergent themes which detail the main findings will be explored through the content analysis. Basic analysis of quantitative data from surveys (closed-ended questions) which will include means, standard deviations and percentages.

5) Analysis of printed program materials (archival data). This includes an examination and analysis of: program objectives, invited participants, methods of delivery, needs analysis and changes/trends (increases or decreases) in program budget/allocation.
6) Reliability and validity checks to verify the collected data. Specifically, the use of triangulation methods such as printed materials and reports, documented legislation/legal reforms, newspaper/magazine articles, case studies/reports written by graduates of the program and other relevant printed data to support the notion of program impacts.
7) Peer review of qualitative data analysis to ensure reliability and validity of the results.

7.3 Challenges and Constraints

Since WBI activities are usually implemented simultaneously and/or continually with other interventions by the Bank, NGOs, other international donors and development agencies, and by governments themselves, singling out the specific areas of impact where the change in development indicators can be directly attributed to the effects of WBI programs is a challenge. Special attention will be paid to identifying and analyzing the regional and sectoral exogenous factors in the countries that have direct effects on the results of the implementation of WBI programs.

Due to the complex nature of the effects of WBI programs and the difficulties of distinguishing direct and indirect influences (considering the multiple dimensions of impact and exogenous variables), the impact evaluation recognizes several challenges:

- Defining impacts of the training is difficult due to the multiplicity of intervening exogenous factors that may serve as impediments to successful learning, utilization of knowledge gains and decision making.

- Multiple impact indicators will vary across WBI programs, countries and regions, reflecting the variations in local conditions and program specific goals and objectives.

8. Reporting Findings

The final report will detail key findings of the evaluation. The evaluations will draw upon the analyzed data to determine the impact results which the program has had on individuals and organizations within participating countries. It will also address the issue of establishing a set of benchmark indicators which can be used to monitor this impact over time.

For each of the five WBI programs, we will report analytical findings for two to three major countries where the program's activities have been delivered. We will also report case studies for WBI training activities that cut across counties. All reports will be peer reviewed among staff in WBIES.

9. Dissemination

We will disseminate all evaluation reports on specific WBI programs to audiences including the WBIILT, stakeholders and managers of the program, interested World Bank staff, donors,

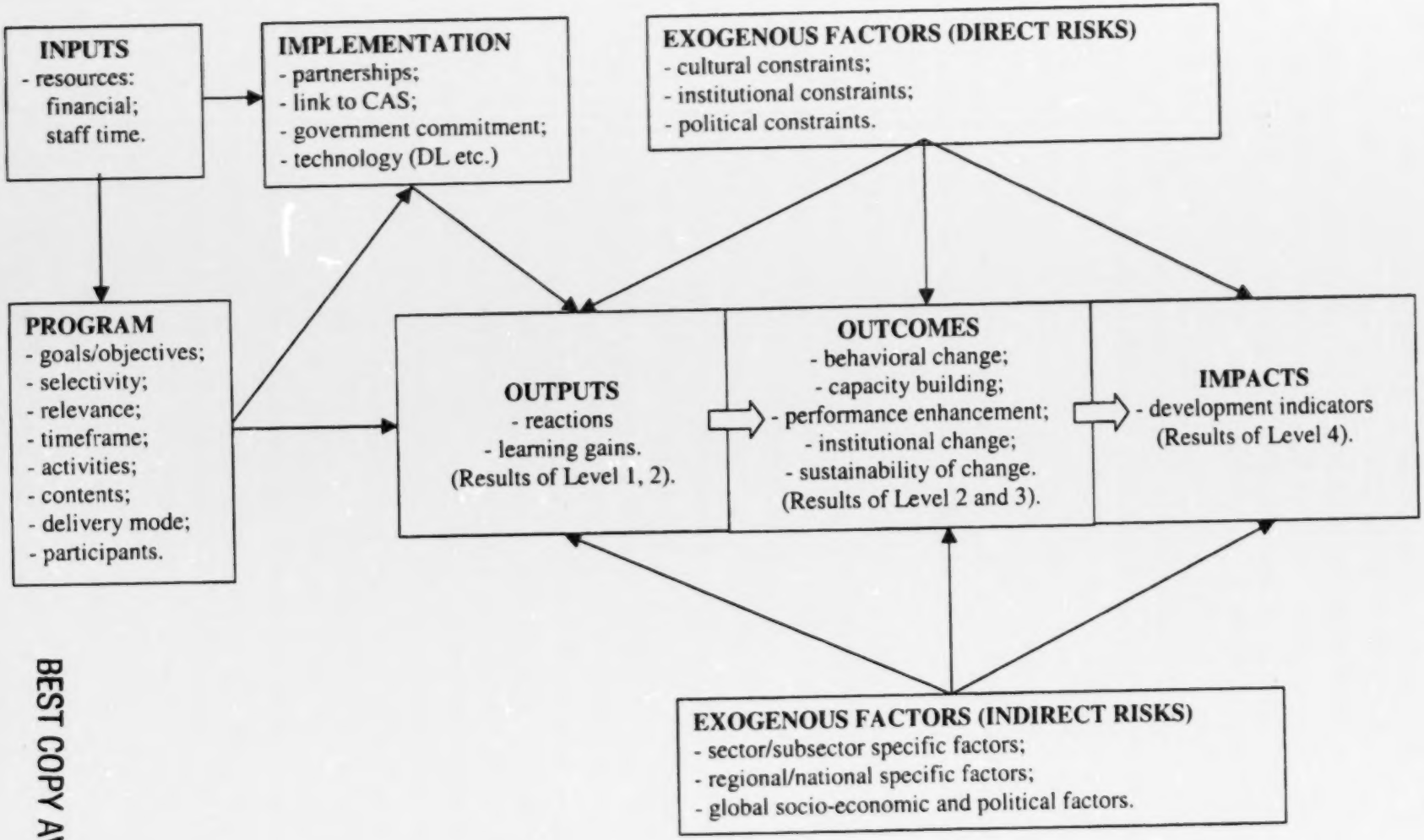
partners and participants. For evaluation results for which there might be a larger outside interest, we will post versions of our results in an external website.

10. Timetable of Evaluation Activities

The following table shows a proposed timetable for the impact evaluations.

Evaluation Activity	Timing
Selection of five programs for impact evaluation	October 2001
Approval of WBI impact evaluation framework and strategy	November 2001
Development and customization of impact strategy for five programs	November – December 2001
Begin impact evaluation of five programs	November – December 2001
- Development of evaluation instruments	November 2001 – December 2001
- Data collection	December 2001 – April 2002
- Data analysis	April 2002 – June 2002
- Completion of draft evaluation reports	July2002
- Peer review of evaluation reports	July 2002
Completion and dissemination of final evaluation reports	August 2002

Annex 1. Impact Evaluation Framework for WBI Programs



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Annex 2. Selection Matrix for WBI Programs

Thematic Programs	WB Global Priority	WB Corporate Advocacy Priority	Active FY99-FY01	FY01 Offerings (#)	FY01 Participants (# From CRS)	FY02 WBI Budget ($000)	FY02 Available Trust Funds ($000)	DL Component	FY01 Offerings with Level 1 (#)	CRS Updated Part. List	On-Going Impact Evaluation
Sustainable Development: Natural Resources Management	Environ. Commons		X	73	3896	1944		X	12	X	
Sustainable Development: Environmental Management	Environ. Commons		X	47	3438	704	3995	X	33	X	X
Knowledge for Development	Informtn & Knowledge			27	300	1035	241		2	X	
Education Learning		Education	X (mostly)	32	5583	1404	1460	X (WorLD)	7	X	X (WorLD)
Good Governance		Public Sector Gov.	X	133	6662	1560	3146	X	14	X	X
Market Solutions for Development		Investment Climate	X	130	3418	572	435	X	26	X	
Attacking Poverty			X	94	1878	1144	752	X	16	X	X
Community Empowerment and Social Inclusion (NEW)		Emp Security & Soc. Inclus.	-	48	687	728	849	-	4		
Decentralization, Fiscal Finance and Urban Management		Public Sector Gov.	X (mostly)	156	4893	1300	1616	X	9	X	
Financing and Banking	Int'l Finan. Architecture		X	119	2131	572	58	X	7		
Globalization and Macroeconomics	Trade & Integration		X	69	1662	832	654	X	12	X	X
HIV/AIDS (NEW)	Communic. Diseases		-	-	-	416	300	-	0		
Health and Population Program		Health	X	116	5178	1019	1794	X	20	X	X
Social Protection Learning Program			X	63	1680	676	758	X	11	X	
Core Operational Program (NEW)			-	-	-	135	0	-			
Total				**1107**	**41406**	**13405**	**19102**		**173**		
				a, b	***a, b***	***a, b***	***b, c, d***	***b***	***a, b, c***	***a, b, c***	***b, c***	***c***

Data source: a) CRS b) WBIRO c) Task Manager d) WB Catalog of Learning Programs (Program Briefs)

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